

NAPA Report1. Conclusions Concerning the Effectiveness of the Present System

Basic conclusion is that present system is a sound one. Most fundamental concern is appropriate degree of centralized versus decentralized control of personnel system. NAPA's option--system where policy guidance, goal setting, and evaluation of results are retained by top management and implementation is decentralized to the operating components.

2. Considerations Upon Which Revisions Should be Based

Role of DCI/DDCI

Common policy framework

Maximum line management involvement

Roles and Relationships of all involved in personnel management clarified

3. Proposals Relative to Various Aspects of Personnel Management SystemA. Personnel Structure: Single and Dual Systems - Concerns flexibility in assignments and "rank in person" concept

Conclusion: We conclude that, as the Foreign Service has long concluded, a personnel system involved with a heavy overseas component can most effectively operate with some type of personal rank authority. Our judgment is that, for the reasons stated above, it would be adverse to the best interests of CIA to attempt to limit that authority to the overseas components.

B. Framework for the CIA Personnel Management System

Clarification of Agency's authorities and policies

Recommendation: That the extent of the Agency's statutory authority or restrictions upon it be firmly established. Further, it is recommended that the Agency establish a framework for its system, including a written set of considerations for use in determining whether or not to adopt changes which stem from systems in other agencies.

C. Career Planning and Development

(1) A New Executive Selection and Development Program - Establish three categories of Executives with eye towards establishment of Selection and Development Program.

- a) Executive/Managerial (Those positions which require predominantly managerial talent):
- Identify target position;
  - Identify feeder positions;
  - Competitive selection of trainees at GS-15 level;
  - Preparation of individualized developmental programs for trainees;
  - Program under supervision of DCI/DDCI/EXCOM

- b) Executive/Professional (GS-16 and above whose duties are highly technical or professional with little or no managerial content):
- Program similar to a) except its oversight body would be appropriate Career Service. DCI should delegate to DD's and DCI Office Heads authority to approve supergrade (or SPS) assignments.

- c) Executive/Program (Positions requiring managerial and professional skills):  
Program similar to a)  
Rotational assignments  
Career Service Board as oversight
- d) Career Development for Employees GS-15 and Below:  
Under aegis of Heads of Career Service;  
Use the PDP to implement but with major revision eliminating statistics and other unneeded information.
- (2) Career Opportunities for Other Employees:  
Need to strengthen mobility across Directorate lines  
Recommendations:
  - a) Establish some Agency-wide occupational systems across career services or subgroup lines where several components employ significant numbers in the same occupational family.
  - b) Make better use of vacancy notices through defining purposes and results expected from their use and then using the notices accordingly.
- (3) Better Mechanisms to Deal with Return from Overseas, LWOP, and Personnel Reductions - Concerns rights of employees returning from above statuses  
Recommendation:
  - a) Set up better mechanisms to guarantee that those affected by personnel reductions, or who are returning from overseas or LWOP, will be retained through having absolute priority on all vacancies.  
(NOTE: DDA disagreed)
  - b) A system be established for dealing with personnel reductions which involves: (1) defining the organization and skills needed after the reductions are made; (2) surplussing only those employees whose skills are not needed in the new organization; (3) identifying, within groups of persons when the total group is not surplus, those employees to be separated or placed elsewhere in the Agency through a permanent system.
- (4) Flow-Through  
NAPA requested clarification of flow-through concept  
Recommendation:
  - a) Reviewing the Agency's obligation to employees in terms of retention until eligible for retirement and/or retention in positions outside of the groups affected.
  - b) Reinstating an effort with the Office of Personnel Management to enable CIA employees to transfer to other Federal agencies on a non-competitive basis.  
(NOTE: DDA disagreed on attempt to gain status)
- D. Employee Evaluations  
Discussion of evaluation and panel system  
Recommendations:
  - (1) Clearly differentiate between evaluation for performance and potential
  - (2) Provide uniform precepts for promotion panels

- (3) Reduce the detail in ranking by categories to only that necessary for decision-making; simplify the present system of evaluating employees who are trainees below the journeyman level
- (4) Limit the decision-making role of panels
- (5) The level of approval for exceptions to promotion panel recommendations be at the Directorate or independent office level through GS-15 and at the DDCI level for SPS or GS-16 and above.
- (6) The Agency should not depend upon the low 3% or 5% system to solve problems related to reductions in personnel ceilings.

(NOTE: DDA agreed with all of these and suggested review of Uniform Promotion System)

E. Recruitment:

- (1) Recruiting Activities should be improved to reduce time lags and to reduce volume of applications

Recommendations:

- a) Adopt uniform qualification standards, including use of PAT-B and any other tests
- b) Differentiate between those positions where potential for progression is important and those where the individual is being hired for a specific function

(NOTE: DDA strongly disagreed with this concept)

- c) Recruit and accept applications against known or specifically anticipated vacancies, promptly notify all others, and make sure that recruiters know the position
- d) Reduce the processing steps and the numbers of persons handling applications in the Office of Personnel
- e) When an application is received which meets a current need, turn that application over to the personnel officer in the component as rapidly as possible
- f) Retain applications which are initially accepted against a specific need and for which there is likelihood of continued need for at least a year and keep applications by occupational grouping as well as alphabetically

- (2) CT Recruitment:

Recommendations:

- a) Make entry into the Career Trainee Program more attractive to present employees by providing "retreat rights" to their former positions
- b) Explore the possibility of allowing entry into the Career Trainee Program above GS-11

F. Equal Employment Opportunity

Need to improve EEO record

Recommendations:

- a) Retain definitive component grade level goals for minorities and women in the APP process and, at least annually, conduct an EAG/DCI/DDCI review of accomplishment
- b) Lay to rest continuing suspicions of racial bias in the PAT-B through an external evaluation by a group or organization with unquestioned acceptance.

- c) Make the Director of Equal Employment Opportunity a member of the Personnel Evaluation Review Board and the Applicant Review Panel  
(NOTE: DDA endorsed these recommendations)

G. Personnel Policy Development and Implementation

(1) Utilization of the EAG (EXCOM) in Policy Development

Recommendation: The EAG should be charged with the role of advising the DCI on all Agency personnel management policies

(NOTE: DDA agreed partially noting that D/Pers should sit on EXCOM when personnel matters discussed)

(2) Policy and Regulations

Recommendation: The regulations be annotated in such a fashion that all policy issues are clearly identified as such and subject to change only by the DCI

(NOTE: This is essentially the way it's done now)

(3) Line Managers Involvement

Line managers should be more involved in personnel policy and implementation

H. Manpower Planning and Implementation

Need to establish goals in personnel area

Recommendation: The APP should be restructured to reflect--at the apex--only those data which--by prior agreement--the DCI/DDCI want to review, approve and track accomplishment

I. Program Evaluation

With decentralized implementation of personnel management responsibilities, there is need for DCI to periodically assess the total operation

Recommendation: Having each level in the organization, starting with Divisions/Offices and ending with the DDCI, conduct an annual review of personnel management activities for the past year and goals for the coming year with heads of each of their subordinate organizations.

4. Roles and Relationships in Personnel Management

A. DCI/DDCI

NAPA envisions expanded role for DDCI in personnel management activities  
Recommendations: The DDCI should chair the EAG whenever that body is concerned with personnel management issues.

B. Deputy Directors/Heads of Independent Offices

Need clarification of DD and HIO roles which should include participation and implementation roles.

Recommendation: Deputy Directors and heads of Offices and Divisions be evaluated and rewarded or penalized on the basis of their roles as members of the Agency's team.

C. Office of Personnel

OP resources should be better used

Recommendation:

- 1) The EAG and the DDCI should draw heavily on the staff capabilities of the office in policy and decision-making

- 2) The DCI/DDCI give emphasis to the control and enforcement functions it expects the Office of Personnel to carry out and to assure that a system for raising issues and resolving disputes up the chain of command to the DCI/DDCI level exists and is used.
- 3) A focal point for operations be created in the Office of Personnel below the Deputy Director level
- 4) The rôle of personnel officers in the components be defined, including their relationships with career management staffs and line officials.
- 5) Further delegations of operational activities, now carried out in the Office of Personnel, to personnel officers in the Directorates

(NOTE: DDA endorsed all of these)

D. Office of Training

Recommendations:

- 1) A better coordinating mechanism be established between the Office of Personnel and the Office of Training
- 2) The Office of Training be assigned staff responsibility to provide advice and assistance to line managers in their "team-building" efforts

(NOTE: DDA recommended that a Senior Training Officer be assigned to each Directorate)

E. Management Staff

NAPA felt there is a need for a staff to assist the DDCI in personnel and work force planning.

Recommendation: Establish a management staff reporting to the DCI/DDCI to assist in providing advice on: organization and reorganization; manpower utilization; actions that will better enable the Agency to expand, retract, or adjust to changing requirements and missions; long range organizational and manpower projections to meet future needs.

(NOTE: DDA opposed this and believes that the Office of Personnel can and should fulfill this role. Also, such a staff would add an unnecessary extra layer)

5. Costs of Administering the Personnel System

NAPA believes that perhaps the number of persons involved in the total career development/personnel management system is too high

Recommendation: The costs of administering the personnel system be examined; specifically the roles and numbers of personnel careerists assigned to components; the man years devoted to panels; the roles and numbers of non-careerists performing personnel functions in the components.